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Message Text

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12
ORIGIN COA-02

INFO OCT-01 EUR-25 EA-11 IO-13 ADP-00 L-03 H-03 EB-11

COME-00 SS-15 INT-08 AGR-20 CIAE-00 DODE-00 PM-07

INR-10 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 USIA-15

CG-00 DOTE-00 FMC-04 JUSE-00 OMB-01 TRSE-00 AF-10

ARA-16 NEA-10 SCI-06 STR-08 /214 R

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8/L5/73 EXT 22009
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COMMERCE:UNDERSECRETARY TABOR(DRAFT
IO:MR. POPPER
S/S - MR. PICKERING
---------- 028480
R 230332Z AUG 73
FM SECSTATE WASHDC
TO AMEMBASSY BONN
AMEMBASSY BUCHAREST
USMISSION BERLIN
AMEMBASSY COPENHAGEN
AMEMBASSY LISBON
AMEMBASSY LONDON
AMEMBASSY MADRID
AMEMBASSY MOSCOW
AMEMBASSY OSLO
AMEMBASSY OTTAWA
AMEMBASSY PARIS
AMEMBASSY REYKJAVIK
AMEMBASSY ROME
AMEMBASSY SOFIA
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AMEMBASSY TOKYO
INFO USMISSION GENEVA
USMISSION EC BRUSSELS
AMCONSUL HALIFAX

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USMISSION OECD PARIS
AMEMBASSY WARSAW

C O N F I D E N T I A L STATE 167508

E. O. 11652: GDS
TAGS: EFIS, OCON, XN, PFOR, US
SUBJ: FISHERIES: ICNAF
REFS: (A) STATE 85811 (B) STATE 86290 (C) STATE 86329
(D) STATE 90315 (E) COPENHAGEN 1378 (F) STATE 180536
OCT 72 (G) SEPTEL FROM SECRETARY FOR AMBASSADOR
STATE 166742
GENEVA FOR USDEL LOS

1. SUBSEQUENT TO AMBASSADOR'S DELIVERY OF SECRETARY'S LETTER TO FOREIGN MINISTOR (REF G) EMBASSY SHOULD DRAW ON POINTS IN SECRETARY'S LETTER AND THIS CABLE IN PARALLEL APPROACH TO HOST GOVERNMENT OFFICIALS CONCERNED WITH FISHERY MATTERS. WHERE, IN OPINION OF EMBASSY, HOST GOVERNMENT OFFICIALS CONCERNED WITH BROADER FOOD SUPPLY PROBLEMS COULD EXERT INFLUENCE TO HAVE DELEGATION INSTRUCTIONS MORE CLOSELY REFLECT USG POSITION, APPROACH SHOULD ALSO BE MADE TO THESE OFFICIALS. ACTION POSTS ON REF (B) SHOULD ALSO FOLLOW UP WITH LOS OFFICIALS. MOSCOW SHOULD PAY SPECIAL ATTENTION TO PARA 7 BELOW.

2. AS NOTED IN REF (E), ICNAF MEETING IN COPENHAGEN LAST JUNE FAILED AGREEMENT ON MAJOR PORTION OF U.S. PROPOSALS. THIS MEANS THAT FISHERIES OFF U.S. COAST IN ICNAF SUBAREA 5 (SA 5) AND STATISTICAL AREA (SA 6) WILL BE LARGELY WITHOUT REGULATION IN 1974 UNLESS SOME FURTHER ACTION TAKEN IN

NEAR FUTURE (A FEW ICNAF REGULATIONS WERE CONTINUED FOR THIS REGION BY COPENHAGEN MEETING OR REMAIN IN FORCE FROM PAST, BUT OVERALL RESULT IS TOTALLY INADEQUATE REGULATORY REGIME.) ICNAF SUGGESTED SPECIAL FALL MEETING TO DEAL FURCONFIDENTIAL

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THER WITH U.S. PROPOSALS (BY RECENT CANADIAN INVITATION SET FOR OCTOBER 15-19 IN OTTAWA).

3. USG REGRETS FAILURE OF COPENHAGEN MEETING TO REACH AGREEMENT ON ACTION URGENTLY NEEDED TO CONSERVE STOCKS OF FISH OFF U.S. ATLANTIC COAST IN VIEW OF CRISIS SITUATION IN THAT REGION. USG CONVENED 1949 CONFERENCE IN WASHINGTON WHICH PREPARED ICNAF CONVENTION AND HAS HAD A LONG AND ACTIVE ASSOCIATION WITH COMMISSION ESTABLISHED THEREUNDER DURING ITS TWENTY-THREE YEAR HISTORY. USG HAS TRIED TO COOPERATE WITH OTHER MEMBERS TO FIND MUTUALLY SATISFACTORY SOLUTIONS TO FISHERIES PROBLEMS IN THIS AREA, AND REMAINS ONE OF LEADING PROPONENTS INTERNATIONAL COOPERATIVE SOLUTIONS TO FISHERIES PROBLEMS. USG CONTINUES TO BELIEVE

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THIS IS BEST APPROACH, HAVING IN MIND INTER ALIA FORTHCOM-
ING LOS CONFERENCE.

4. THE FIRST MAJOR OVERFISHING IN REGION OFF U.S. COAST
TOOK PLACE IN 1965 WHEN HADDOCK CATCH MORE THAN DOUBLED ON
GEORGES BANK (SA 5), LEADING TO THE DESTRUCTION OF THE
HISTORIC MAINSTAY OF THE NEW ENGLAND FISHING FLEET AND THE
ZERO HADDOCK QUOTA PROPOSED IN COPENHAGEN FOR THE 1974
SEASON. (EVEN WITH A TOTAL BAN ON HADDOCK FISHING,
SCIENTISTS ESTIMATE THAT THE INCIDENTAL CATCH WILL BE
MORE THAN THE STOCK IN ITS DEPLETED STATE CAN SUSTAIN.)
THE TOTAL FISHING EFFORT DEPLOYED IN SA 5 AND 6 REACHED
THE LEVEL WHICH COULD PRODUCE THE MAXIMUM SUSTAINED YIELD
FROM ALL STOCKS BY 1968, AND CLEARLY BECAME EXCESSIVE IN
THE 1969-72 PERIOD. FROM 1967 TO 1972 THE FISHING EFFORT
HAS MORE THAN DOUBLED, WHILE THE CATCH HAS INCREASED ONLY
BY FIFTY PERCENT. CURRENT TOTAL CATCH CAN ONLY BE MAIN-
TAINED IN THE SHORT RUN BY SIGNIFICANT FURTHER INCREASES
IN FISHING EFFORT. IN THE LONG RUN, CATCHES WILL DECLINE
EVEN IF THE PRESENT EFFORT IS MAINTAINED OR INCREASED.
THE TOTAL FISHING EFFORT IN 1972 WAS AT LEAST FORTY-FIVE
PERCENT GREATER THAN THE AMOUNT REQUIRED TO HARVEST THE
MAXIMUM SUSTAINABLE YIELD OF THE TOTAL FINFISH BIOMASS
(STOCKS) IN THE REGION. RESEARCH VESSEL SURVEYS INDICATE
THAT SINCE 1967 THE TOTAL FINFISH BIOMASS HAS BEEN DE-
CLINING AT A RATE GREATER THAN FIFTEEN PERCENT PER YEAR,
AND THAT THE TOTAL DECLINE IS GREATER THAN SIXTY-FIVE
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PERCENT. ALMOST ALL OF THE FIFTY PERCENT CATCH INCREASE
FROM 1967 TO 1972 WAS MACKEREL, FOR WHICH THE 1972 CATCH
WAS 386,000 TONS (AS AGAINST 22,800 TONS IN 1967). THIS

MAY BE COMPARED TO AN ASSESSED SUSTAINABLE YIELD OF
245,000 TONS. IT IS ESTIMATED BY U.S. SCIENTISTS THAT THE
PROBABLY ALREADY REDUCED MACKEREL STOCK WILL DECLINE BY
A FURTHER TWENTY-TWO PERCENT DURING THE COURSE OF 1972
AND 1973 EVEN IF THE ANNUAL CATCHES ARE KEPT AT 250,000
TONS. ALTHOUGH THE COMMISSION HAS TAKEN MANY STEPS IN
RECENT YEARS TO COPE WITH THESE PROBLEMS, THEY HAVE
CONTINUED TO INCREASE AT A MUCH FASTER PACE THAN THE
ICNAF ACTIONS. EVEN THE VERY MAJOR STEP OF INSTITUTING
A BROAD SYSTEM OF NATIONALLY ALLOCATED CATCH QUOTAS IN
1972 WAS TOO LITTLE AND TOO LATE IN VIEW OF THE CONTINUED
INCREASE IN FISHING EFFORT WHICH WAS TAKING PLACE
SIMULTANEOUSLY. STOCKS CONTINUED THEIR DECLINE. THUS IT
IS CLEAR THAT THE COMMISSION MUST TAKE EVEN MORE DRASTIC
ACTION IMMEDIATELY.

5. USG CONTINUES TO BELIEVE THAT SPECIFIC CONTROLS ARE
REQUIRED ON FISHING EFFORT. THIS WAS SPELLED OUT INTER
ALIA IN U.S. DOCUMENT TO ICNAF (REF D WHICH BECAME ICNAF

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COMM. DOC. 73/18), IN REF A REPRESENTATIONS, AND IN MEMO-
RANDUM TRANSMITTED REF F. HOWEVER, USG IS ALSO WILLING TO
CONSIDER FURTHER AT SPECIAL MEETING IN OCTOBER AN OVERALL
CATCH QUOTA, IN ADDITION TO INDIVIDUAL SPECIES QUOTAS,
WHICH WOULD BE LESS THAN SUM OF INDIVIDUAL SPECIES QUOTAS
(PARA 2 OF REF E). A SIGNIFICANT REDUCTION IN OVERALL
CATCH WILL BE REQUIRED TO ACHIEVE MEANINGFUL RESULTS. U.S.
SCIENTISTS HAVE INDICATED THAT AT LEAST A FIFTEEN PERCENT
REDUCTION IN OVERALL CATCH WILL BE REQUIRED JUST TO STABIL-
IZE THE BIOMASS (ALL STOCKS) AT ITS CURRENT DEPLETED LEVEL,
AND THAT A GREATER REDUCTION WILL BE NECESSARY TO START
REBUILDING THE STOCKS TO THE LEVEL WHICH WILL PRODUCE THE
MAXIMUM YIELD. FOR EXAMPLE, A THIRTY PERCENT REDUCTION
WOULD LEAD TO RECOVERY IN ABOUT FIVE YEARS ACCORDING TO OUR
MOST RELIABLE ESTIMATES. USG CONSIDERS OVERALL CATCH QUOTA
AN INTERIM SOLUTION, AND CONTINUES TO LOOK TO ADOPTION
OVERALL EFFORT LIMITATION IN NEAR FUTURE AFTER FURTHER
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STUDY GIVEN TO SUBJECT AT JANUARY SPECIAL MEETING.

6. THIS DOES NOT RPT NOT MEAN EACH COUNTRY WILL BE
REQUIRED TO CUT ITS AVERAGE CATCH BY WHATEVER OVERALL
REDUCTION IS AGREED TO. SOME WILL TAKE GREATER CUT, SOME
LESSER, DEPENDING ON VARIETY OF FACTORS. AMERICAN FISHER-
MENT HAVE NOT RPT NOT CONTRIBUTED TO OVERFISHING SITUATION
BUT HAVE SUFFERED GREATEST WITH CATCH REDUCTION OF FIFTY
PERCENT BECAUSE OF IT. ACCORDINGLY, THEY SHOULD NOT RPT

NOT BE EXPECTED TO TAKE ANY FURTHER REDUCTION. INVOLVE-
MENT OF OTHERS IN CAUSING PROBLEM VARIES CONSIDERABLY FROM
MINIMAL TO VERY HIGH, DEPENDING ON SUCH FACTORS AS HISTORY
OF FISHING ACTIVITIES, TYPE OF GEAR EMPLOYED, SPECIES OF
FISH SOUGHT, SEASONAL FISHING ACTIVITIES, AND SO ON. THESE
FACTORS MUST BE TAKEN INTO ACCOUNT IN APPORTIONING REDUC-
TIONS. IN ANY EVENT, NO RPT NO MEMBER SHOULD EXPECT AN
OVERALL INCREASE, ALTHOUGH THERE MAY BE INCREASES IN
INDIVIDUAL SPECIES QUOTA ALLOCATIONS FOR SOME COUNTRIES
IN SOME INSTANCES, AS DISCUSSED IN COPENHAGEN.

7. FACT OF VERY LARGE AND SIGNIFICANT GDR FISHERY IN RE-
GION (LARGER THAN ALL EXCEPT USSR, POLAND, AND U.S.) CAN
NOT RPT NOT BE IGNORED BY ICNAF IN DETERMINING INDIVIDUAL
QUOTAS AND OVERALL QUOTAS. PAST TENDENCY TO DISREGARD
GDR ACTIVITIES ON BASIS THAT THEY CAN NOT RPT NOT BE
CONTROLLED BY ICNAF BECAUSE OF GDR NON-MEMBER STATUS IS
NO LONGER ACCEPTABLE. SIMILARLY, EAST GERMANS CAN NOT
RPT NOT EXPECT TO CONTINUE THEIR FISHERIES WHILE OTHERS
ASSUME ALL OF BURDEN SINCE GDR FISHERY HAS CONTRIBUTED
TO PROBLEM. IT IS HOPED MEMBERS WILL BRING PRESSURE TO
BEAR ON GDR TO SHARE REDUCTION, IT BEING KEPT IN MIND
THAT ABILITY OF MEMBERS TO DO SO VARIES CONSIDERABLY AT

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PRESENT TIME BECAUSE OF POLITICAL SITUATION. NECESSITY
OF BRINGING GDR FISHERY INTO LINE WITH CONSERVATION
REGIME EXISTS WHETHER OR NOT RPT NOT GDR BECOMES MEMBER OF
ICNAF IN NEAR FUTURE.

8. IT IS ESSENTIAL THAT THE CONSERVATION REGIME TO BE
AGREED UPON AT SPECIAL FALL MEETING BE APPLICALBE TO
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FULL 1974 SEASON, AND THAT MEASURES TO BE DECIDED UPON AT
SPECIAL JANUARY MEETING FOR HERRING AND MACKEREL ALSO
APPLY TO FULL SEASON. BECAUSE OF MINIMUM SIX MONTH DELAY
FOR CONSERVATION MEASURES TO BECOME EFFECTIVE UNDER
ARTICLE VIII, HOWEVER, SPECIAL ARRANGEMENTS WILL HAVE
TO BE AGREED UPON TO MAKE REGIME ADOPTED BY SPECIAL FALL
MEETING APPLICALBE EARLY ENOUGH. USG WILL SHORTLY CIRCU-
LATE TO MEMBERS ITS SUGGESTIONS ON HOW AGREED UPON CONSER-
VATION MEASURES CAN BE PUT INTO EFFECT EARLY IN 1974.

9. ADDRESSEES SHOULD ALSO TAKE NOTE OF FOLLOWING WITH
REGARD TO SPECIFIC MEMBERS:

A. BONN: FRG HAS VALID POINT THAT THEIR FISHERIES IN
REGION ARE ALMOST CLEAN (THEY TAKE ALMOST EXCLUSIVELY
SPECIES TO WHICH THEY ARE DIRECTED WITH ALMOST NO RPT NO
BY CATCH) AND THAT THEY HAVE BEEN CUT BACK RECENTLY. WE
WILL ATTEMPT ACCOMMODATE THIS TO MAXIMUM EXTENT POSSIBLE,

ALTHOUGH REDUCTION WILL BE NECESSARY SINCE FRG FISHING
EFFORT AND CATCH OF HERRING TOO HIGH.

B. BUCHAREST AND SOFIA: BULGARIANS AND ROMANIANS MAINTAIN
THEY ARE RECENT ENTRIES TO FISHERIES IN REGION AND HAVE
THUS NOT RPT NOT CONTRIBUTED TO PROBLEM. THEY STRESS
THEIR NEED FOR FISH. HOWEVER, EVEN THEIR RELATIVELY SMALL
FISHERIES WERE IMPOSED ON A SITUATION WHERE DECLINES HAD
ALREADY STARTED AND OVERALL FISHING EFFORT WAS ALREADY TOO
LARGE. THUS WHILE THEY DID NOT RPT NOT PRECIPITATE SITUA-
TION, THEY ADDED TO IT AND MUST EXPECT SOME REDUCTIONS.
WITH REGARD TO THEIR PRIME FISHERIES, HERRING AND MACKEREL,
USG IS CONVINCED QUOTAS TOO LARGE FOR 1973 AND MUST BE RE-
DUCED SUBSTANTIALLY FOR 1974. BULGARIAN FISHERY, ALTHOUGH
NEWER THAN ROMANIANS, WAS FOURTH LARGEST FOREIGN FISHERY
IN REGION IN 1972, AND IS ALSO HEAVILY CONCENTRATED ON
SOME SPECIES WHERE BY-CATCH PROBLEM IS PARTICULARLY SER-
IOUS SUCH AS RED AND SILVER HAKE. THEY MUST EXPECT TO
REACH ACCOMMODATION ON THIS.

C. LONDON: WHERE THERE WAS ANY POINT WITH SLIGHTEST
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IMPLICATION FOR COD WAR, UK DELEGATION AT ICNAF MEETING
IN COPENHAGEN PUT THEIR INTEREST IN COD WAR FIRST, REGARD-
LESS OF IMPLICATIONS FOR ICNAF PROBLEM OR LOS. THIS
APPEARS TO BE SHORT SIGHTED, SINCE WE ARE STILL CONVINCED
U.S. LOS PROPOSAL CAN ACCOMMODATE BOTH COASTAL AND DISTANT
WATER INTERESTS. WHERE COD WAR IMPLICATIONS NOT RPT NOT
SEEN, UK DELEGATION WAS VERY HELPFUL.

D. MADRID: SPANISH FISHERY IS ALMOST EXCLUSIVELY FOR
COD (WHERE THERE IS A VERY MAJOR HADDOCK BY-CATCH PROBLEM)
AND SQUID. INDIVIDUAL SPANISH QUOTA FOR BOTH OF THESE
SPECIES CAN BE HIGHER THAN 1972 CATCH. NEVERTHELESS,
SOME OVERALL REDUCTION MUST BE TAKEN IN CONTEXT OVERALL
EXCESS EFFORT PROBLEM AND BY-CATCH PROBLEM.

E. MOSCOW: SOVIET FISHERY IS BY FAR THE LARGEST IN
REGION AND CONTRIBUTES MOST TO EXCESS EFFORT AND BY-CATCH
PROBLEMS. AGREEMENT REACHED ON MID-WATER TRAWLING IN
BILATERAL FOLLOWING ICNAF ALLEVIATES LATTER PROBLEM IN
SIGNIFICANT WAY. HOWEVER, SOVIETS MUST BE PREPARED TO
REDUCE FISHING IN AREA FURTHER THAN WAS EVIDENT THEY
PREPARED TO DO AT RECENT ICNAF MEETING. IF THEY NOT
RPT NOT PREPARED TAKE MEANINGFUL REDUCTIONS AT SPECIAL
MEETING IN OTTAWA, THEY MUST ASSUME MAJOR BURDEN OF FAILURE
ICNAF AND CONSEQUENT RESULTS.

F. OTTAWA: CANADIANS HAVE EXCELLENT UNDERSTANDING OF

PROBLEM AND HAVE BEEN WORKING WITH U.S. TOWARD SUCCESSFUL
OCTOBER MEETING.

G. REYKJAVIK: ICELAND SAID ALMOST NOTHING AT COPENHAGEN
MEETING AND ABSTAINED ON FEW VOTES TAKEN ON
GROUNDS THAT COASTAL STATE SHOULD IMPOSE ALL CONTROLS.
ALTHOUGH USG NOT RPT NOT IN POSITION TO SUPPORT ICELANDIC
CLAIM BECAUSE OF BROADER LOS CONSIDERATIONS, IT SEEMS AS
IF ICELAND COULD CONTRIBUTE TO STRENGTHENING COASTAL STATE
PREFERENCES BY SUPPORTING COASTAL STATE (I.E. U.S.) WHEN
COASTAL STATE IS SATISFIED WITH LESSER ACTION THAN ESPOUSED
BY ICELAND IN DIFFERENT CONTEXT, SINCE THIS DOES SERVE TO
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PROMOTE OVERALL COASTAL INTERESTS.

H. ROME: ITALIAN REENTRY INTO NORTHWEST ATLANTIC
FISHERIES OF RECENT VINTAGE. SINCE ITALIANS ARE NOT
RPT NOT REPORTING CATCHES EVEN THOUGH THEY MAY BE
FISHING EXCLUSIVELY FOR SQUID AS CLAIMED, THEY ARE
NEVERTHELESS CONTRIBUTING TO OVERALL EXCESS EFFORT PRO-
BLEM AND MUST BE PREPARED TO ACCEPT LIMITATIONS.

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I. WARSAW: ATTITUDE SHOWN DURING DISCUSSIONS AT BILATERAL WERE NOT RPT NOT REFLECTED IN COPENHAGEN. CHIEF POLISH SCIENTIST, POPIEL, DISAGREES WITH VIRTUALLY ALL OTHER SCIENTISTS AND SUPPORTS UNREALISTICALLY HIGH AND UNSUPPORTABLE TOTAL ALLOWABLE CATCH FIGURES. POLISH FISHERY IS SECOND LARGEST IN AREA (TO SOVIETS) AND HAS CONTRIBUTED SIGNIFICANTLY TO PROBLEMS IN REGION, EVEN CONSIDERING RECENT MOVES TO SWITCH TO MID-WATER GEAR AND REDUCE EFFORT TO SOME EXTENT. FILA WAS ELECTED CHAIRMAN OF ICNAF FOR 1973-75.

10. DEPARTMENT WOULD APPRECIATE RECEIVING REPORT OF HOST GOVERNMENT REACTIONS PRIOR TO SEPT 10. RESPONSES SHOULD BE REPEATED TO GENEVA FOR USDEL LOS (THROUGH AUGUST 24), COPENHAGEN FOR FISHERIES ATTACHE (BY POUCH), OTTAWA, AND EC BRUSSELS FOR INFO. ROGERS

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Message Attributes

Automatic Decaptioning: X
Capture Date: 10 MAY 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 23 AUG 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: garlanwa
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973STATE167508
Document Source: ADS
Document Unique ID: 00
Drafter: COA:WLSULLIVAN;L/OA:HDCAMITTA;E:JWBILLER:LK
Enclosure: n/a
Executive Order: N/A
Errors: n/a
Film Number: n/a
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19730869/abqceiiu.tel
Line Count: 343
Locator: TEXT ON-LINE
Office: ORIGIN COA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 7
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: (A) STATE 85811 (B) STATE 86290 (C) STATE 86329 (D) STATE 90315 (E) COPENHAGEN 1378 (F) STATE 180536 OCT 72 (G) SEPTEL FROM SECRETARY FOR AMBASSADOR STATE 166742 GENEVA FOR USDEL LOS
Review Action: RELEASED, APPROVED
Review Authority: garlanwa
Review Comment: n/a
Review Content Flags:
Review Date: 20 JUL 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <20-Jul-2001 by worrelsw>; APPROVED <14-Sep-2001 by garlanwa>
Review Markings:

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Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: FISHERIES: ICNAF
TAGS: EFIS, OCON, PFOR, XN, US
To: BONN
BUCHAREST
BERLIN
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LISBON
LONDON

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MADRID
MOSCOW
OSLO
OTTAWA
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ROME
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TOKYO INFO GENEVA
EC BRUSSELS
HALIFAX
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Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005

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